DATE: October 1, 1979

REPLY TO
ATTN OF: AA/AFR, Goler T. Butcher

SUBJECT: EHRD Strategy Statement for the Africa Bureau

TO: Distribution

I am sending you herewith a strategy statement on Education and Human Resources Development for this Bureau.

The statement has evolved from extensive consultations and discussions both within the Agency and outside, in Washington as well as in the field. On the basis of many thoughtful comments it has been reworked and extensively revised since a first draft.was circulated more than a year ago.

No guidance paper of this type can accomodate the entire spectrum of opinion and experience. I am satisfied that the DR/EHRD staff who prepared this statement have been responsive to suggestions and conscientious in reconciling divergent views, as far as this could be done without drifting into generalities devoid of substance.

Controversial points remain. In particular, our emphasis on support of activities in primary education may require constructive innovation, that achieves its purpose by expanding into a new operational area to redress the balance of our programs. The proposed approach to Participant Training, with its stress on the development of effective (and permanent) host country technical competence, may require more long-range planning in the area of EHRD than is typically involved in the design of sectoral projects, and that could not be achieved before appropriate technical officers were assigned to most missions.

The strategy statement cannot be a handbook for the solution of all EHRD problems in developing countries. We who have worked closely with it over the last year believe that it is a start in the right direction and that, if used with a measure of commonsense and flexibility, it can provide a useful service to AID activities in Africa.

STRATEGY. STATEMENT FOR
EDUCATION AND HUMAN RESOURCES
DEVELOPMENT FOR AFRICA

I. Introduction

The purpose of this strategy statement is to guide AID's project development in Africa in the field of Education and Human Resource Development (EHRD). It is to assist the collaboration of USAID personnel with their African counter- parts to identify, define and analyze educational problems as they relate to economic and social development in the spirit of AID's New Directions; and to generate alternatives through the project framework to overcome these problems. As defined here, EHRD is an explicit attempt to develop through a wide range of activities the human capacity to initiate, control and to adjust to change. EHRD takes place broadly through education and training, and must not be seen solely as schooling.

This statement consists of the following:

- Trends and Problems in African Education
- African and AID perceptions of educational needs
- AID Assumptions
- Priorities and Criteria
- Related Concerns
- Follow -up Activities

II. Trends and Problems

Clearly there is great diversity among and within the forty developing countries of Sub-Saharan Africa. Some like Gabon, Liberia, Mauritania, Zaire and Zambia have large mineral reserves to support their economies; others like the Ivory Coast and Kenya have developed agricultu- ral exports; still others, such as Chad, Mali and Upper Volta, are handicapped by poor or undiscovered natural resources and by being landlocked, thus escalating trans- port costs. In addition to these physical differences, there are varied cultural and colonial heritages as well as different post-colonial philosophies of economic and political development.

Within this diverse setting, of course, there are basic characteristics and common problems. AID/W be- lieves that an EHRD strategy which concentrates on a few common problems makes a more efficient use of limited donor resources than one that seeks to address a broad array of country or culture specific problems. Within the broad strategy frame, EHRD officers in the field will adapt the strategy to the specific development setting.

of their countries.

An introduction to these common problems is a profile of development indicators for Sub-Saharan Africa (median values):

| | Low Income (US $150) Developing Countries | | Middle Income (US $750) Developing Countries | |
	Africa	Other	Africa	Other
Income per person, 1976, ($US)	145	145	390	990
Share of agriculture in GDP, 1976	41%	47%	28%	18%
Share of population in urban areas, 1975	11%	18%	24%	47%
Share of manufactures in exports, 1975	5%	14%	5%	24%
Life Expectancy at birth, 1975	41	45	44	61
Total fertility rate, 1975	6.3	6.2	6.5	5.8
Adult Literacy rate, 1974	23%	22%	15%	72%

Source: World Development Report, 1978, The World Bank

In descriptive terms, these indicators might be summarized as follows:

- A predominantly rural population spread over a vast continent and largely engaged in subsistence farming or herding with limited crop/livestock production for the market.

- Profusion of ecological and ethno-linguistic differences which raise barriers to easy communication and social integration beyond the local level.

- Relative newness of urban phenomena and a limited capacity in the modern sector to absorb persons, especially rural migrants, into wage or salaried positions.

- Low level of technology and infrastructure in rural areas coupled with high rates for illiteracy and incidence of tropical diseases, infant mortality, and malnutrition.

- Young governments with a pervasive colonial heritage and limited resources for the administration and management of development. Budgetary commitments to schooling average around 25% and are,thus,at the upper margin of what countries can afford to spend on education.

Demographic trends have an important influence upon educational development. At least two such trends are apparent in Africa: a high School-age Dependency Ratio (SDR)* and a high population growth rate. Of all regions in the developing world Africa had the highest SDR in 1960 of 48% and is projected to have the highest of 50% by 2000. Its population growth rate was high, 2.5% in 1960, and is projected to be the highest in the world, 3.0%, also by 2000. Clearly Africa will continue to have an extraordinary large youth population for some time.

The implications of these trends are that African countries will be unable to expand towards universal enrolment, as most are pledged to do, and to maintain adequate educational systems to prepare their rising youth population for the future. Indeed,African countries, as a group, enrolled only 34% of the 5-14 school age population in 1975, and in 2000 this is projected to decline to 30% - again, in both cases,the lowest for the major regions in the developing world. In addition the teacher - student ratio in the primary school classroom was the highest in the world in 1960 (39=1) and in 1975 (40=1), and is likely to remain so in the future. While the percentage of girls enrolled in the primary school classroom has risen slightly from 37% to 41% during this same time frame, Africa still has the lowest enrollment for girls when compared to the other regions.

The school systems are characterized by:

- high dropout and repeater rates, especially in the early-primary years prior to the achievement of permanent litearcy;

- methods rooted in western experience and, with few exceptions, wholly unrelated to African traditions;

*The SDR, as a percentage, is the ratio of the population of the 5-14 age group to that of the 15-64 age group $\frac{5\text{-}14}{15\text{-}64}$ X 100.

- foreign languages used as media of instruction in many countries by teachers who themselves are not fully familiar with those languages;

- situations where educational content and instruction are more or less irrelevant to the social, economic and cultural environment;

- political sensitivities and limited administrative capacity making donor participation in search for, and acceptance of educational reform and change difficult;

- ineffective and/or costly outreach systems to diffuse life and work skills to the rural farming family which remains uneducated and illiterate but which desparately needs these skills to participate in the develop-- ment process.

- basic tension, in varying degrees, between private demand and social goals: parents and children want educational credentials to obtain salaried jobs in the modern sector; African planners want formal and nonformal education to transmit practical skills to youth -- most of whom are expected to participate in farm and off-farm production in the rural sector. Scarcity of urbans jobs creates a problem of the educated being unemployed that is politically sensitive, socially disruptive and economically costly.

This last issue exposes an educational challenge which all African nations face in varying degrees: how to balance access to the modern sector through a selective system of formal education providing equitable access with extension of life and work skills to those who did not gain access to formal education but who need the skills for effective participation in development. Many African nations are meeting this challenge today as part of their rural development programs, some of which are well conceived and implemented. However,

- the majority of the population will continue to be rural for the next several decades;

- the absorptive capacity of the modern sector will continue to expand slowly, limiting entry of educated and/or trained people;

- already high educational expenditures will continue to increase.

The above stated problems will, therefore, remain.

III. **African and AID Perceptions of Educational Needs and Goals.**

The most articulate statement - by Africans - of African problems, needs and objectives in EHRD comes from the UNESCO Report on the conference of Ministers of Education of African Member States held in Lagos, Nigeria in 1976. This report is comprehensive, and it is generally accepted as being representative of African opinion because it is founded on a series of similar conferences held in Addis Ababa (1961), Abidjan (1964) and in Nairobi (1968).

After referring to the problems of the irrelevance and inefficiency of learning systems to the social, political and economic environments of Africa, the high costs associated with education, and the limited effectiveness of education to transmit new knowledge, skills and attitudes, the Report outlines four priorities which should focus African educational development for the 1980's. Very briefly, these are:

- **Development-Orientation.** Education policies should not be viewed as being separate from the development process, but should reinforce and be integrated with the changing social, political and economic conditions of the respective African countries.

- **Democratic.** In the past education, especially schooling, has been selective, elitist and European - oriented. Now it must widen access to all, provide equal chances of success, and serve rural as well as urban people.

- **Reformed.** Educational structures and content need to be widened, made more flexible, and reoriented to the African natural and cultural environment, the world of work, and the political and social realities of each country.

- **Innovative.** Research as well as informational exchange should expose Africans to new ideas, more efficient processes and techniques related to development, and modern orientations so that they can cope better with rapidly changing events in their own communities, countries, and the world at large.

While phrased differently, AID's Congressional Mandate, as outlined in the New Directions, is essentially compatible with the general thrust of educational problems and goals articulated by the African ministers. Briefly, AID seeks to provide universal opportunity of access to that body of knowledge, attitudes and skills necessary for effectively contributing to and participating in a developing society and economy.

Building on this definition of purpose, AFR/DR/EHR looks at practical education as an education delivered through formal and informal means in order to satisfy basic human needs. This strategy is directed at the poor majority with the purpose of maximizing equity and local participation in the educational process in an efficient and effective manner.*

*See Annex for Definition of Terms.

IV. Assumptions

1. AID's commitment to EHRD requires a broad, not a narrow, concern with education and training. This is a commitment to develop human potential so as to make better use of physical, biological and cultural resources through the acquisition of knowledge, skills and attitudes. The 3Rs are at least as important to development objectives as specific skill training and are, in fact, a necessary complement to the latter. AID efforts in EHRD activities should include some that are part of formal schooling and others -- and in Africa they are the majority -- related to training that are part of agricultural, health and other rural development projects.

2. Missions will develop EHRD activities that adhere to strategy priorities. AID's EHRD priorities for Africa (Section V, below) overlap generally with those articulated by Africans. Hence mission activity in EHRD can and should meet both sets of priorities. Some African countries, however, may have priorities not fully reflected in this strategy statement. If missions believe that proposed projects which fall outside of EHRD priorities merit AID support, then they must demonstrate this in terms of: (a) importance of the project to the host country's development program; (b) how the project falls within the AID mandate for assisting the development of the poor majority; and (c) what other donors are doing. While AID/W encourages missions to generate and implement EHRD activities which fall within the boundaries of strategy priorities, it does provide for the possibility of developing other EHRD activities, if they can be adequately justified.

3. Mission EHRD activities should complement what other donors are doing in the context of the host country's development plan. In most African countries, other donors are as active, if not more so, than AID. Hence AID should direct its EHRD efforts in priority areas so that they fit rather than conflict with those of other donors. Where other donors are already working in AID's priority areas, missions might generate EHRD activities in areas of lesser priority.

In effect, mission interventions will (a) recognize the importance of EHRD to host country development, and (b) be coordinated with those of other donors.

4. **Missions will seek to bring training components in projects in line, to the extent possible, with strategy priorities.** Specifically this means, for example, to relate training activities both to other Formal and/or Non-Formal Educational options and to the learning needs of the ultimate target population, particularly the rural poor.

V. **Priorities.**

The three priorities of this proposed strategy are:

1. Introduction and expansion of learning systems that have direct impact on the rural producers and their families;

2. Improvement and expansion of basic primary education so as to better educate more youths in the 5-14 age group;

3. Administrative and technical training for low and middle level manpower who administer, manage and implement rural development projects and activities.

Cutting across these priorities is the overall commitment under the Congressional Mandate to encourage fuller participation of women in the development process and the imperative, from a Basic Human Needs perspective, to distribute the benefits of economic growth, more equitably. The special problems of women in the perspective of Human Resources Development are so important that they will be addressed in a separate policy statement now in preparation. These priorities have a rural development emphasis with as much direct impact upon the poor majority as possible. For the next few years, the three priorities will be maintained so that AID sponsored EHRD programs in Africa can contribute to meeting the Basic Human Needs of the poor and to sustained growth with equity.

By emphasizing priority areas that have a direct impact on the poor majority in rural areas, the strategy does not require that other important educational problems, even those in urban areas and at post-primary levels, be ignored. They need not be neglected, provided that, as stated in the assumptions, missions can demonstrate that interventions in these areas fall within the Congressional Mandate and the Host Country's Development Plan and that a balanced

EHRD program is developed. What this means is not cutting back on necessary activities that may be ongoing, but to match them with additional projects that respond directly to needs in the priority areas.

In particular, it is accepted that some education and training may be urgently required at secondary and higher levels to develop an indigenous capacity for research and for the training of trainers required to sustain the direct efforts at the village level. In short, the strategy recognizes that a balanced approach is required in order most effectively to provide the EHRD services needed to enhance the quality of life of the most deprived who constitute our primary target population.

At the same time, an integral purpose of all EHRD activities is to foster the development of host country technological independence. The concept of technicians "working themselves out of a job" has been cited since the beginning of foreign aid, to the point where it may have become a cliche. This strategy aims at reinvigorating the concept by placing stress on the development of self-sustaining indigenous institutions, to the extent compatible with specific project purposes and the Congressional mandate. The policy on Participant Training described in Section VII, B below reflects this determination.

Some additional discussion of the priorities established in this statement may be useful:

A. Rural Producers. Farming families (and off-farm workers) need to acquire as directly and efficiently as possible certain skills (accompanied by appropriate knowledge and attitudes) in order to fully participate in rural development activities. At the heart of this practical education is the learning of life and work skills needed to increase food and crop production, to improve the quality of family, household and community life, and to cope with the market economy. This includes the acquisition of: (1) farming, husbandry and livestock skills as well as non-farm skills (carpentry, well-digging, black smithing, etc.); (2) skills related to preventive and curative health care, nutrition, home economics, family planning, etc.; (3) skills related to small business operations, marketing and distribution, transportation, cooperatives, etc.; and (4) knowledge of community organization and decision-making.

Learning of literacy and numeracy may be integrated with the learning of these life and work skills, and suggested conditions under which this take place will be discussed below. In any event this learning must be accompanied by application

in real settings with as much monitoring and follow-up as
possible.

Different agents convey these life and work skills to
rural producers differently. Agricultural, health and
community development workers can visit villages and com-
municate directly with farming families. Selected villagers
who have been trained in government institutions or in the
village itself can influence significantly fellow villagers
by instruction, demonstration, and example. Programmed
information and advice in all phases of development acti-
vities can reach villagers through radio broadcasts or
distributed cassettes both of which are followed up by
monitors.

Training can be done exclusively through an EHRD project
devoted to this purpose, or through a component of an
agricultural, health, WID, integrated rural development
project - or even one in road building. Whatever the
arrangement, efforts should be made to transfer these
skills directly to the farming family. Special focus
should be on the women who usually spend more time on
subsistence and household duties than do men; and as chief
socializers of the young, they are likely to insure that
the young learn the skills successfully.

B. Basic Primary Education

In view of the priority given to the achievement of universal
primary education by all African governments, there is an
urgent need to widen access to primary education and improve
learning efficiency.

"Basic" primary education includes, at least, the "3R's"
and a rudimentary knowledge of the physical, biological
and social surroundings. Unless efforts concentrate in
these two directions the educational problems noted above
will remain or become worse. Specifically these efforts
should include:

- Widened access. This may be expansion of the
existing primary system to include more schools, teachers,
& facilities in order to reach more students. In other
cases this means making the existing system more flexible
to reach more students. (See examples outlined below
under "Recurrent Costs"). Whatever the course, it should
be as cost-effective as possible.

- <u>Improved learning efficiency</u>. Primary students, especially those in rural areas need to acquire knowledge and skills more efficiently. More relevant curricula, effective instruction and evaluation, and supportive administration are all needed. Whether students continue on to secondary school or leave for the world of work, they need to acquire learning principles and a solid foundation of knowledge, skills and orientations in order to continue their learning. While curricular and instructional techniques may be adapted to local phenomena in rural schools to insure more efficient learning, one must not "vocationalize" schooling. This results in locking rural students into a dead-end track that leads nowhere in the national educational system.

While primary education does not have as immediate and direct a "pay-off" as short-term skill training, AID/W believes that its long term effect is substantial.

This is because primary education has (at least) three recognized values: it is a <u>preparation for life:</u> it is <u>cost effective</u>; it is an essential condition for <u>mobility</u>.

- <u>Preparation for life</u>: African nations, as noted above, strongly endorse primary education as a chance for all to accelerate lifelong learning. At least 50% of their educational budgets go to primary education, testifying to their commitment to ensure it is a preparation for life - not just training for a job. Indeed, few,if any,governments seek alternatives to primary education as a foundation for developing cognitive, affective and motor processes. An expanded primary system will make students leaving the primary level for the world of work more trainable than children who never had the chance to attend school; and an improved primary system will make students entering the secondary and tertiary levels more competent at these levels.

- <u>Cost Effectiveness</u>: Economists have demonstrated that of all types of formal education, primary schooling is most cost effective. This is because:

-- a primary education contributes to future individual and public earnings as a result of the individual's ability to assume a more productive activity. Recent research has shown that available new agricultural technology is adopted more rapidly and effectively among farm populations with at least four years of primary schooling than among those with less schooling;

-- the opportunity cost of primary students is considerably lower, even negligible, when compared to that of secondary school students;

-- within educational budgets secondary and tertiary
level education receives a grossly disproportionate share
of allocations when compared to primary education.

- Mobility. Without at least a primary education an
African child has no chance of "making it" in the modern
sector. Equity requires equal access of all to learning
opportunities. Despite obvious limitations, African
governments attempt to operate primary education as
equitably as possible through standardized procedures
for recruitment, promotion and selection by competitive
exams. In fact, these attempts appear to be surprisingly
successful: over a decade of research in industrial
nations indicates that the socioeconomic background of
students greatly influence their achievement, hence
frustrating deliberate attempts to promote equality of
educational opportunity; recent research in East Africa,
however, indicates that socioeconomic background has
less influence on student achievement and is offset by
the quality of instruction and school facilities as well
as by student effort.

C. Administrative and technical training. The farming
family is the direct beneficiary of activities responding
to both priorities mentioned above. However, African
countries will need a dramatic increase in the numbers
of persons able to plan, manage, implement, and evaluate
rural development activities at low and mid-levels.
These range from regional managers and administrators to
monitors down to extension and demonstration
workers in all aspects of rural development at the village
level; and they include village leaders.

Emphasis should be given to the training of those who
work directly with villagers and encourage their partici-
pation in development activities. A wide degree of sub-
jects, skills, and orientations will also have to be
taught formally and informally at varying levels of com-
plexity in order to staff rural development bureaucracies.
Without increase in administrative, managerial, and
technical manpower, it will not be possible to implement
rural development projects whose purpose is to serve the
farming family. However, care must be taken during the
design of projects which meet these needs to ensure that
the training of this manpower will as much as possible
directly influence the lives of the poor; otherwise this
training will increase the social distance of the function-
aries from the target population which they are supposed
to serve.

VI. <u>Criteria</u>

To sharpen the above, five qualitative criteria are offered
to help improve project designs. These criteria are
neither exhaustive nor binding; rather, they should illu-
strate characteristics of a practical education that may
effectively serve Africa's poor majority.

A. <u>Skill Development</u>

A practical education almost by definition emphasizes
the "successful learning" of skills. "Successful learning"
means that the learner performs the skills well when measured
against a widely accepted level of performance and that he
retains usage of this skill over an acceptable period of
time. Naturally, the complexity and conditions under which
the skills are used vary depending upon whether the learner
is an ordinary farmer, his eight year old child, or a
village leader. In each case, however, sufficient attention
should be taken to insure that skill development occurs.

This means that existing systems which deliver
skills, may have to be strengthened in terms of personnel,
instructional procedures, facilities and follow-up. Cer-
tainly alternatives to existing practices must be tried,
evaluated and implemented if they appear promising -
particularly such cost-effective alternatives as the use
of media and local resources.

Measures for judging the overall effectiveness of delivery
systems are:

- successful learning

- outreach

- cost-effectiveness

- possible external benefits derived in addition to
the more specific learning targets of a practical education.

Skill development needs special attention in the EHRD
component or specific training activities in all sectoral
projects (eg. agriculture, health, etc.). Often the
design cf this aspect of technical projects is too brief,
so that it may result in sloppy or ineffective implement-
ation. The component should be coherent; that is, training
objectives should relate as closely as possible to the
project purpose.

- Are these objectives specific and realizable given

the time·frame of the project and available resources?

- Was an adequate needs assessment completed before identifying the training objectives and curriculum?

- Is it clear who will do the training and how they are attached to host country institutions?

- What are the training conditions, incentives and evaluation procedures?

- Most important, how will the host country continue this training if needed, once the project is terminated - and donor support is withdrawn?

B.   Integration of Formal and Non-formal Education.

Too much ink has been spilled on distinctions between, and relative merits of, formal and non-formal education. Consideration should be given to the clientele to be served, the content of the instructional program, and how such instruction might be delivered. Then, the two types would be seen as ideal types on a continuum and specific programs would integrate formal and non-formal educational processes in a manner which reinforces their complementarities.

For example, institutional arrangements can strengthen non-formal education, making it more "formal". Radio clubs or literacy classes can tie in with and reinforce extension services in agriculture or health projects. Conversely, more flexible· instruction can strengthen formal education, thus making it "non-formal". Research in India indicated that the most effective learning of nutritional topics took place during the food preparation activities associated with the social lunch program, not in the classroom where nutrition was taught as part of the curriculum. Or, a Ministry of Education could broadcast lessons which parallel the school curriculum so that students who for one reason or another cannot attend school during part of the year have at least a chance to keep up with school work. This is especially important for migratory groups such as nomads or shifting cultivators.

C. Access. Equity and participation imply a widening of the access to learning opportunities for all, especially women & girls. Efforts need to be made to design, establish and maintain effective systems capable of expansion at the least possible unit cost. In addition, attention must be paid to providing convenient and appropriate learning climates for the educational clientele. In terms of non-formal education, priority attention should be given to the use of mass media, especially low cost media such as

publications and, given prevailing literacy levels, radio.
For formal education, priority should be given to low cost
construction and maintenance of primary schools and
instructional facilities.

WID projects that not only enhance the status of women in
the community but enable them to cope with people, activities,
and institutions beyond the community are especially
important in the widening of access. Such projects include
skill training in food production, processing and family/
household care, as well as in literacy and numeracy, and
cooperative and credit formation. These will be more fully
discussed in the separate WID policy statement.

D. Collaborative Process. AID's efforts in project
development should be collaborative. AID and host country
personnel should participate in all phases of project
development. Unfortunately this has not always been done.

One area where it could certainly be improved in EHRD
is what REDSO/EA calls "collaborative analytical projects."
This is an assessment or analysis tailored to the needs of
the situation and the data available. AID and host country
personnel select problems which they feel they need to
know more about. For example, they may decide to analyze
throughly the primary school dropout/repeater problem
through review of existing data, collection of additional
data, and conducting experimental or pilot projects. This
need not be a sector analysis, but a sharply focussed
study with specific questions to be answered. Hence, the
exercise can be limited to the scope necessary for providing
sufficient information to make policy decisions on specific
problems. The point is that host country involvement in
problem analysis from the very beginning strengthens its
commitment to develop appropriate projects with continued
AID support.

Another area is evaluative research. Priority should
be given to formative (as opposed to summative) research
in order to assess accurately the course of project
development and to identify alternatives for improving it.
In this process host country personnel should be oriented,
trained and committed to the development of their own
institutional capacity to assess and redirect their
educational activities. A proper collaborative process in
this domain is most important to ensure host country com-
mitment to use research in as non-threatening and sensitive
ways as possible.

E. Innovation. Challenges facing the design, implementation and evaluation of practical education programs in African countries are numerous and formidable. The more challenging and innovative the program, the greater the risk. Within reasonable limits USAID missions are encouraged to explore innovative, yet risk-taking, projects with host country counterparts and to consider more imaginative, if not bolder, ways to implement them. This should result in a collaborative process whereby "proven" ways are reviewed and re-examined in light of recent findings or successful projects elsewhere. Obviously this will have to be done cautiously as re-examinations may be difficult and innovations may be unrealistic given current policies and constraints.

Three problem areas and alternative lines of action are suggested for beginning (or continuing) a dialogue:

Recurrent Costs: The capacity of host countries to assume the burden or maintenance and operating costs of delivery systems is a major factor in determining the choice of an education project. The ability to assume recurrent costs at some specified period ultimately defines the country's absorptive capacity for donor assistance. Hence, special consideration must be given to ways in which the recurrent cost burden can be shifted from government to local communities in ways acceptable to them.

African communities should, therefore, be encouraged to establish, manage, and maintain learning systems, meeting or at least sharing their recurrent costs, thus freeing government resources for the provision of common services such as teacher training, inspection and certification, curriculum development, and research.

Under-utilized buildings can be used for educational purposes; school facilities can be used for non-formal education; more differentiated staffing patterns can both promote efficiency and increase instructional effectiveness (this is especially so for para-professionals and peer teaching). Local use of the Lancasterian method ("each one, teach ten") can have a multiplier effect, and local distribution of videotapes, audio-cassettes and appropriate equipment used under guidance, can greatly enhance cost-effective learning.

Incentive systems for individuals or communities that achieve a stipulated educational outcome could be established to reinforce the learning process without additional investment of public funds in learning programs. Possibly, depending upon the developmental level of the country and community, some communal land might be assigned

as a production unit and farmed by villagers to produce
an income to pay for services, including schooling wanted
by the community.

- Literacy: The question of literacy has been an
emotional and political one, and its role has been over-
emphasized in the past -- to the detriment of learning
possibilities for illiterates. Traditionally literacy
has been accepted as a goal of assistance programs, on
the assumption that literacy is a necessary condition
for effective learning. This is certainly the case for
formal education where, for all practical purposes,
literacy (and numeracy) is a sine qua non for progress
in learning. Its role in non-formal education, however,
is less certain.

There is little intrinsic reason why it should be
a prerequisite for non-formal education or the keyhole
through which everyone must pass to continue learning.
Learning is a multi-faceted process, not wholly dependent
upon the written word, and can take place directly through
discussion, demonstration, observation or experimentation;
and it can take place indirectly through radio, pictures
or film. What is needed are learning systems, using an
optimum combination of the above processes, that reach
the illiterate rural dwellers who will not or cannot
attend school but who need some form of practical edu-
cation.

Experiences and research results in literacy training
efforts, particularly those documented in UNESCO's Experi-
mental World Literacy Program, indicate that literacy
skills are acquired more readily by adults who have al-
ready participated in practical skills training programs
than by those to whom literacy training is offered as a
prerequisite to practical skills training. Literacy
training efforts, then, should be planned to coincide
with the time when adults have learned enough new practical
skills to view further training opportunities, employment
and involvement in the modern economy as a strong incentive
for becoming literate.

- Language and Curriculum. Despite the desire, arti-
culated by African Ministries to indigenize the public
school curricula and to introduce vernaculars as languages
of instruction, little so far has been done in African
countries to establish and test national policies. These
are controversial issues, politically more than pedogogi-
cally. Nevertheless, some countries are considering curri-
culum and language reform and a few have pilot projects
to test these changes. Senegal, for example, is introducing
Woloff and French in the early grades simultaneously in
pilot schools though

the language of instruction is expected to remain French.

Missions are urged to keep abreast of movements toward reform in their respective countries and to discuss with host country personnel, as part of the collaborative process, feasible alternatives regarding the mix of languages or differing curricular content. In a technical perspective AID could assist in the analysis of linguistic problems involved in the adaption of indigenous languages to educational uses; or propose new curricula through new textbooks and training teachers to use them, as in Indonesia and the Philippines and more recently in Liberia.

VII. Related Concerns

A. University Support

Although, because of its very high cost, typically urban orientation, and traditional tendency to reinforce the elite, assistance to university and other institutions on the tertiary level is not an EHRD priority, AID/W will support it where this assistance strengthens the linkage of these institutions to the poor majority. This is especially appropriate in a university-level projects to educate and train agricultural and health communities in their training or extension activities can receive AID support. As has already been indicated, such efforts should be matched with projects in the priority areas in order to achieve a balanced program.

B. Participant Training

Where there is an inadequate supply of technically qualified host country personnel, AID-funded technical assistance will be matched by participant training funds to provide 3-4 participants to the level of each specialist on long-term assignment under technical assistance. This is to ensure the development of an indigenous capacity which can function independently of outside assistance upon completion of donor-funded projects. Where possible, this technical training should take place in African institutions. If it must take place in American institutions, and English language training is necessary, it is recommended that this training take place in Africa.

VIII. Follow-up

AID/W intends this strategy statement to be operational for the next few years. To be an effective tool, however, the strategy must be flexible and responsive to changing needs. Therefore, amendments and guidance papers will be discussed with the missions as the strategy evolves in the field over time.

To supplement the strategy over the next few months AID/W proposes to provide missions with the following:

-- A portfolio of exemplary AID/EHRD project descriptions, as well as those from other major donor agencies (e.g. World Bank, UNESCO, etc.), to provide concrete guidance on project development within the three priorities.

-- Occasional papers which deal with relevant issues in the African EHRD framework. Possible topics include:

*"State of the art" survey of Francophone African Educational Reform;

*Guidelines to assist the formulation of colla- borative analytical projects;

*Summaries of research on primary education, literacy programs, management training and other interventions related to AID/EHRD priorities.

*Criteria for training components in EHRD related projects, primarily in Agricultural and Health. This follows up the caveat on training components in Section VI-A on "Skill Development".

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ANNEX: DEFINITION OF TERMS

- <u>Formal and Non-formal Education</u>. The former refers to the hierarchically-structured and chronologically -graded system that stretches from primary school through university and/or professional and technical training; the latter refers to a diffuse array of organized and semi-organized learning and training activities in private and public institutions outside the school.

- <u>Basic Human Needs</u>. A range of needs that must be satisfied through the provision of food, clothing, shelter and essential services to insure an adequate standard of living.

- <u>Poor Majority</u>. The primary target group, primarily rural, defined as such by indicators used in the AID Country Development Strategy Statement for African countries.

- <u>Equity/Participation</u>. Equality of opportunity for individuals and collectivities to participate in the production, distribution and consumption of resources. (In contrast to western societies where the unit of equity typically is the individual, the corresponding unit in an African society may well be the family, age group, clan, village or tribe.)

- <u>Efficient and Effective Manner</u>. Optimum trade-off between low-cost and successful delivery of intended knowledge, skills and attitudes to beneficiaries.

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AFRICA BUREAU

1. <u>Policy Priorities</u>

<u>In education and human resources</u>, program priorities
include:

(1) Assist host-countries improve internal and external
efficiencies of basic education systems for rural producers
and their families by assisting (a) cost effective programs,
and (b) curriculum reform, including improvements between
what is being taught, or trained for, and available employment
opportunities, public or private.

(2) Provide development administration assistance in
support of African institutions with emphasis on those focusing
most directly on agricultural development.

In terms of focus, increased emphasis is expected in basic
education, given the investment benefit. Concentrating on
improving efficiencies in lieu of expansion will be more likely,
as will financing projects promoting short-term, skills training
as a priority over long-term formal vocation education.

In conjunction with manpower development, sponsorship of
under-graduate degree training will likely exceed graduate-level
training for some time to come. Sponsorship of third-country
training will also assist increased viability of African institutions.
Future assistance to Labor Development must place greater emphasis
on training African labor forces rather than the current, almost
exclusive emphasis on leadership training for organizing labor
forces.

2. **Country-Specific Assistance Needs**

There are EHR portfolios in 22 of the 33 countries where A.I.D. has bilateral programs. To further the implementation of the Bureau's EHR policy guidelines, AFR/TR/EHR proposes a series of short-term (six months and medium-term (six-to-twelve month) country-by-country assistance efforts, as indicated:

    a. Short-term:

       (1) <u>Assistance to Basic Education</u>:

Assistance to the missions in Swaziland, Botswana, Liberia, and Cameroon is needed to (i) ensure proper inclusion of efficiency factors; and (ii) help "sell" these projects.

       (2) <u>Assistance to Development Administration</u>:

Assistance to the missions in Uganda, Somalia, and Kenya is needed to ensure a full-range of organizational/institutional improvement efforts, not just training.

       (3) <u>Staffing Assistance</u>:

Present efforts re staffing analysis, leading to improved Assignment Board recommendations, will be suggested on behalf of missions in Swaziland, Zaire, Cameroon, Mali, Senegal, and Tanzania.

    b. Medium Term:

       (1) <u>Staffing Assistance</u>: The present "shortages" of EHR/DA personnel could possibly befilled by "switching" people around. For example, there are people with agricultural education and development administration backgrounds that are not currently "backstopping" EHR projects - but could be. These include Upper Volta, Kenya, Rwanda, Somalia, Uganda, Sudan, Malawi, Zambia, Lesotho, Ghana, Mauritania, and Niger.

3. A New Human Resources Development Initiative in Africa

The new initiative is presently being developed by th e Educational Human Resources staffs in the Africa Regional Bureau and Science and Technology Bureau for implementation in three countries yet to be selected. The goal is to assist in the development of institutions capable of starting and sustaining a wide range of human resources activities. Planning, management, and financing these activities will be stressed, as will the close cooperation of the host countries, AID, and other international donors. Promising technological innovations will be employed on a large scale to improve the access to, the quality of, and the cost effectiveness of education and training programs. Radio as a principal delivery mechanism may have special utility for the less developed countries, with their widely scattered, remote populations, who historically have had less access to educational and training opportunities than those living in cities. Decentralizing educational services and increasing reliance upon local self-help initiatives are systems reforms which will be explored.

This initiative is planned to provide substantial resources, perhaps up to 5 to 10 million dollars annually to each of the selected African nations, over the next ten years. By combining AID inputs with resources from other international donors (such as the World Bank), these countries should realize significant improvements in the number and quality of their educational and training programs.

AFR/EHR:HLSteverson
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